

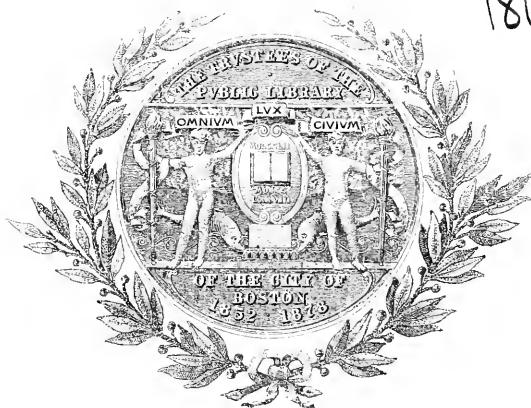
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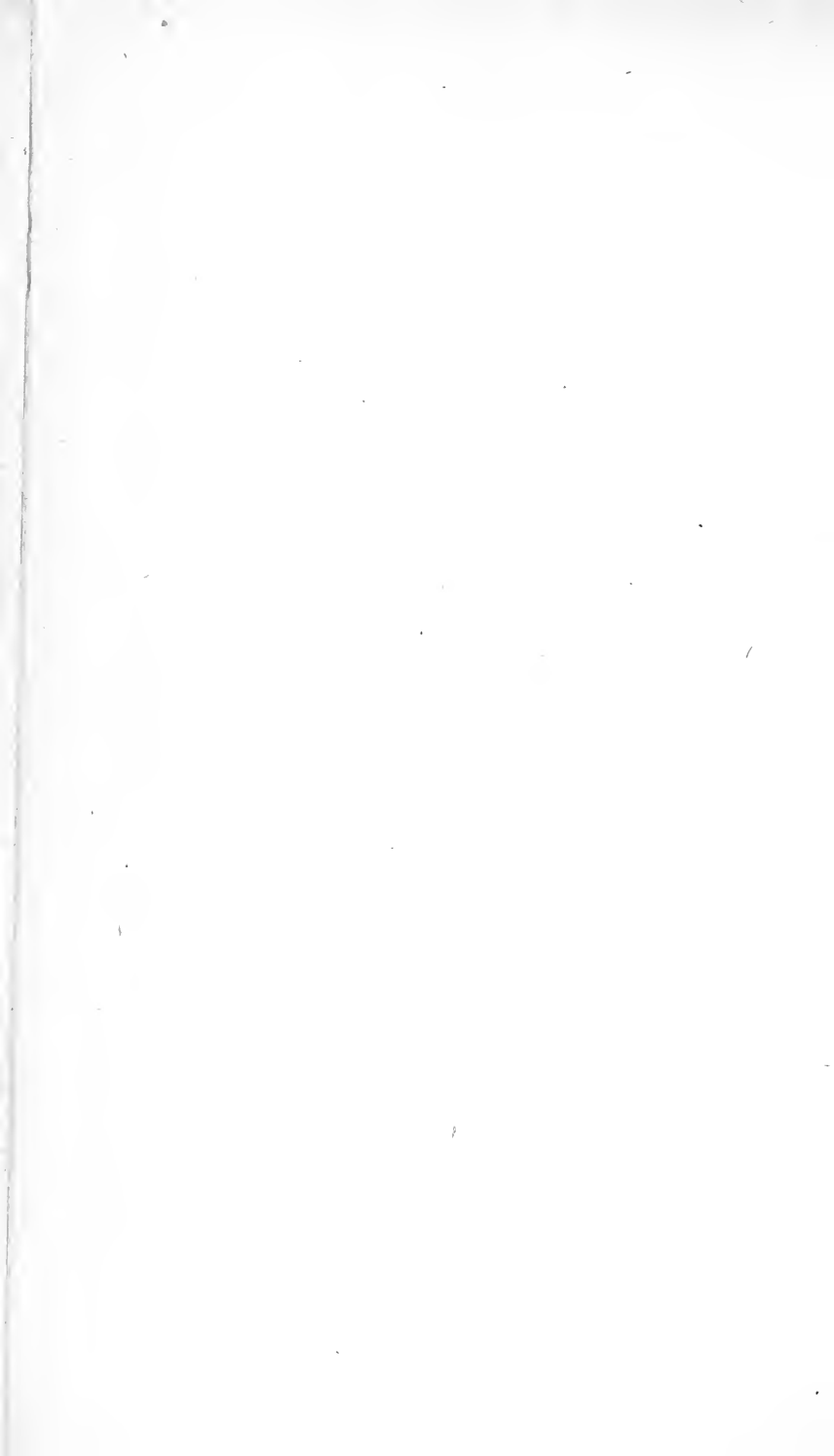
1867



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REPORT
OF THE
COMMISSIONERS
APPOINTED BY THE CITY COUNCILS
OF THE
Cities of Roxbury and Boston,
RESPECTIVELY, ON THE
UNION OF THE TWO CITIES
UNDER ONE MUNICIPAL GOVERNMENT.



ROXBURY:
L. B. WESTON, PRINTER, GUILD ROW.
1867.

CITY OF ROXBURY.



IN BOARD OF ALDERMEN, March 4, 1867.

ORDERED, That 3000 copies of the Report of the Commissioners on the subject of the union of the Cities of Boston and Roxbury, made by the Commissioners of the two cities, be printed for the use of the citizens of Roxbury.

Sent down for concurrence.

JOSEPH W. TUCKER, *City Clerk.*

IN COMMON COUNCIL, March 4, 1867.

Concurred.

FRANKLIN WILLIAMS, *Clerk.*

REPORT OF THE ROXBURY COMMISSIONERS.

CITY OF ROXBURY.

The Commissioners elected by the City Council of the City of Roxbury, to meet and confer with the Commissioners appointed by the Mayor of the City of Boston, upon the question of the annexation of Roxbury to Boston, and to consider the whole subject, and to report to the City Council of Roxbury the financial and industrial and sanitary condition of the City of Boston, with such suggestions as they may think proper regarding the conditions which would make such annexation mutually desirable, respectfully submit the following

R E P O R T

to the City Council of Roxbury.

The Town of Roxbury, including within its limits what is now the City of Roxbury, and also what is now the Town of West Roxbury, continued for a period of more than two hundred and thirty years from its origin, without any material change in its boundaries, or in its government.

In the year 1846 the City Charter was granted, and was accepted by the people. The territory of the City of Roxbury, which at the time of the acceptance of the City Charter was large, was greatly reduced by an act of the Legislature passed in the year 1851, incorporating the Town of West Roxbury.

Between the years 1840 and 1850 the population of Roxbury increased from about 9000 to more than 18,000. A large portion of this increase was upon that portion of the territory which is within the present city limits. The people of the westerly part of Roxbury, while they were seeking to obtain their act of incorporation as a town, gave as reasons for the separation, that the population of the easterly section had become comparatively dense, and would continue to rapidly increase, — that the people were fast becoming assimilated to the people of Boston, — that the wants of the easterly section and the pursuits of its inhabitants were like those of Boston, and unlike theirs, — that Boston, by dense population and compact building, was fast pressing on the easterly borders of Roxbury, and would, of necessity, soon comprehend and include within its municipal limits all of that territory which now remains to the City of Roxbury, — that the westerly section retained to a great extent its agricultural character, and could be better managed and controlled under a town government. They, therefore, asked that the relations which had so long existed between the two sections might be severed, and that they might be permitted to return to the form of government from which they were taken by the acceptance of the City Charter.

The Legislature recognized the force of these reasons, and passed the act incorporating the Town of West Roxbury. The question of the annexation of Roxbury to Boston then became the subject of discussion. In the year 1852 it became the subject of a very lengthy and elaborate enquiry, before a Legislative committee, who came to the conclusion that although Boston would at some future period include Roxbury, and other adjoining territory, the exigency for such a measure had not then arrived. Since that period the subject has been presented to committees of the Legislature three times, viz.: in the years 1859, 1860 and 1865, in all of which the committees reported in favor of annexation.

In the year 1866 the City Council of Boston adopted an order, of which the following is a copy :

CITY OF BOSTON, IN BOARD OF ALDERMEN, }
April 2, 1866. }

Ordered, That whenever the City Council or Selectmen of any city or town, whose territory adjoins that of the City of Boston, shall notify the City Council of Boston that, in accordance with a vote of their respective bodies, they are empowered to consult with the authorities of Boston with a view to the annexation to the City of Boston of their city or town, it shall be the duty of his Honor the Mayor of Boston to appoint three commissioners from the citizens of Boston, to meet an equal number from the city or town making the request. Said commissioners shall take the whole subject into consideration, and those appointed on the part of Boston shall report to the City Council the financial, industrial and sanitary condition of the city or town applying for admission, with such suggestions as they may think proper regarding conditions which would make such annexation desirable.

Passed. Sent down for concurrence.

(Signed) G. W. MESSENGER, *Chairman*.

IN COMMON COUNCIL, April 12, 1866.

Concurred.

(Signed) JOSEPH STORY, *President*.

Approved April 14, 1866.

(Signed) F. W. LINCOLN, JR., *Mayor*.

Subsequently, but in the same year, the City Council of Roxbury adopted the order under which we were appointed, and in obedience to which we submit this report.

By reference to this order, it will appear that the subjects upon which we are to report, relate to the financial, industrial and sanitary condition of the City of Boston, with such suggestions as we may think proper, regarding the conditions which would make the union of the two cities mutually desirable. The terms of the order, while directing us to take into consideration the whole subject of such union, probably with a view of ascertaining under what *conditions*, if any, such union should be accomplished, limit us in our report to a statement

of a part only of the considerations which are involved in this very important movement.

There are matters of great importance, affecting the question of annexation, which we shall, therefore, omit to present or discuss in this report. These matters have been the subjects of legislative enquiry, and, more or less, of public discussion. We propose to say nothing further of them, except that they have not escaped our attention, and that they all tend to give us additional confidence in the correctness of the conclusion to which we have arrived.

We have received great assistance in our labors from the very able and intelligent Commissioners appointed by the Mayor of Boston. The report which they have submitted to the City Council of Boston, a copy of which is appended to this report, contains much of the information which it was the object of the order under which we have acted to obtain, and which otherwise we should have incorporated into this report.

The report made by the Commissioners of the City of Boston has been published in the newspapers of both cities, and has been thus widely circulated, and any repetition of the statistics and facts contained in it has been rendered entirely unnecessary.

The original area of the upland of the Town of Boston was less than seven hundred acres. The original area of the Town of Roxbury was about 10,720 acres. Both were settled in the same year.

The great difference in the original size of these towns, we think, can only be accounted for from the fact that Boston, from its then almost insular position, had the natural boundary of the sea. The narrow neck of land, which originally united Boston and Roxbury, has been expanded by filling, until it has now become the widest part of Boston.

Had the same geographical connection existed in 1630 which exists to-day, Boston would have undoubtedly included all the territory which is now contained within the municipal limits of Roxbury. The boundary line between these cities has ceased

to be a natural one, and has become purely artificial in its character; and the question now arises, shall the separation, which had its origin in natural causes, continue after these causes have ceased to exist, or are there reasons which, independent of geographical connection, require or make it expedient that these places shall remain under distinct municipal governments.

Mere geographical connection is an insufficient reason for the union. In order to give it force, as such, there should be such a similarity in the character, pursuits and condition of the inhabitants, such an association of the people, such common needs, purposes and hopes, as to create a common interest. These subjects we shall hereinafter briefly consider.

Immediately connected with the great change which has been wrought in the mutual relations of these cities, by reclaiming land from the sea, in that part of Boston which, for no other reason than a regard for, or deference to, an ancient name, is still called "the Neck," and growing out of this change, are considerations of the highest importance, affecting the sanitary condition of both cities.

An examination of the map which accompanies this report, will show that a large extent of land, originally covered by the waters of the Back Bay, and from which the sea has been excluded by artificial structures, still remains within the limits of Roxbury. A portion of the land in the same manner reclaimed from the sea, in the South Bay, is also in Roxbury.

The land from which the sea has been excluded, in both bays, lying partly in Boston, partly in Roxbury (only a portion of which has been filled), is in a condition which demands immediate attention. We respectfully call the attention of the City Council to the map before mentioned. The extent and the situation of these lands will thus be readily understood.

Within ten years the two cities will probably contain not less than three hundred thousand people. An examination of the history of their progress for the last twenty-five years, and the exercise of a reasonable hope for the future, will, as we

think, convince any candid enquirer that this is not an extravagant estimate. A population of such a magnitude, on an area of less than 5400 acres, can only be protected from disease by the most efficient sanitary measures. Such measures are rendered the more urgent, from the fact that a large portion of the unoccupied land in Boston proper (including the lands before mentioned), and which must soon be densely populated, is now in a condition unsuitable for occupation.

The Back Bay lands and the South Bay lands, before mentioned as lying in Roxbury and adjoining Boston, are in the same unfortunate condition. Thus a large territory, lying partly in one city and partly in the other, and divided only by an artificial boundary line, to-day needs, and for years has needed, prompt and vigorous action, to save it from becoming a nuisance to the inhabitants of both cities. Parts of it are already in a condition dangerous to the public health. We think this very important territory will only be redeemed and saved by energetic and uniform measures, devised and executed by a single municipal power. For years this land has, in our judgment, required the exercise of such a power. During this period, we have reason to believe that the authorities of both cities have sought to save this territory from becoming a source of pestilence and disease, and have only been prevented from accomplishing such a result, by the intrinsic difficulties which must exist, through divided counsels, in executing systems and plans which require for their success united purposes and uniform action. This territory, properly cared for, may become, and we trust will become an ornament to the City of Boston; but unless the policy of the future, in respect to it, shall differ from that of the past, it will become, under an increased population, and an additional accumulation of filth, a fruitful source of discomfort and disease, not only to those who shall have the misfortune to dwell upon it, but also to those, in both cities, whose places of residence or business shall be in its vicinity.

Unless we over-estimate the magnitude of the calamity which

will ensue to both cities from the neglect of this territory, and unless it can be protected and saved by the authorities of the two cities acting separately, then we find in this matter alone a sufficient cause for the proposed union.

The financial condition of the City of Boston is disclosed by the report of the Boston Commissioners. It need not be restated in this report.

It is difficult to make a statement of the sanitary or industrial condition of one city, without also making a statement of the sanitary or industrial condition of the other city. The cities appear to us, in all respects, except in government, to be substantially one. The population of both are engaged in kindred pursuits, and have kindred interests. Large numbers of them live on one side of the line, and labor and do their business on the other. One city is much smaller than the other in population, in wealth, and even in extent of territory; but both communities are wealthy, both are prosperous, both are industrious, and both are increasing in wealth, in prosperity and in energy; both are under the same necessity of providing for the future; both should be enabled to unite in advancing a common prosperity, or averting a common calamity. Both have the same wants, and both should be guided and controlled by the same policy. They meet each other, by population and compact building, at a boundary line, which, for the purposes of separation (if separation is to exist), might as well be elsewhere. The territory of Boston proper (on the land) is bounded by the territory of Roxbury, and of Roxbury only; on all other sides Boston proper is still surrounded by the sea. If the area of Boston is ever to be increased, we think that all will agree that it is to be increased by the addition of Roxbury; and if Roxbury is ever to be annexed, we think all will agree that such annexation should immediately take place. The laying out, the construction and the completion of important avenues, the great measures needed for sanitary purposes, and other important improvements, can be better and far more cheaply accomplished now than hereafter.

We therefore respectfully suggest that the question which has for so many years been the subject of public discussion, should be determined and settled now. The questions of policy in the future should be determined with reference to it. We regard the union as inevitable. The few local and temporary interests which oppose it, must yield to the pressing demands and wants of a great people. The interests of both cities, and to a large extent the interests of the Commonwealth, are involved in it, and these must soon overwhelm all opposition.

The procuring of a supply of water for Roxbury is a subject now assuming importance. We can not doubt that there will be a rapid increase of population on her territory, whether annexed or not. This fact forces upon the attention of those having her interests in charge, the necessity of adopting immediate measures to procure a supply of water. The President of the Cochituate Water Board has addressed a letter to the Commissioners on Annexation appointed by the Mayor of Boston, a copy of which is subjoined to their report. We infer from the concluding paragraph of this letter, that it was not written with any desire to promote annexation. We have examined it with some care. While we are aware that the estimates and conclusions of its author, as to the capacity of the lake, and of the present conduit, to supply both Boston and Roxbury with water, differ materially from those of other scientific and intelligent gentlemen who have examined the subject, we propose, for the purposes of the present enquiry, to assume that his estimates are correct.

Boston is estimated to contain 200,000 people at the present time. The present conduit will safely convey 18,000,000 of gallons of water per day. The capacity of the lake is assumed to be 16,000,000 gallons per day. The rate of consumption is 63 gallons per day for every inhabitant. When Boston shall have added 54,000 more to her population, she must obtain an additional supply for her own use. Such an addition to her population will be accomplished in fourteen years. During

five of these fourteen years, she will have an ample supply for both cities. The territory of Boston (as he thinks) can accommodate 600,000 people. Then long before Boston shall become populated to half her capacity, she must adopt measures to increase her supply of water. If, then, Roxbury shall be annexed, Boston will have to inaugurate measures for increasing the supply nine years earlier than she otherwise would. This is the strongest form against annexation, in which the Water Board or its President deem it wise to present the matter.

Roxbury must have water, whether annexed or not. Boston in a few years must have an increased supply for her own use. We think that both will act unwisely, unless they unite in obtaining what they both need. If they do not thus unite, we shall see two adjoining communities, with no visible lines of separation, both together not occupying a large area, both needing a supply of water, adopting independent means of obtaining it, at their separate expense, when probably substantially the same outlay, which each would be required to make for its own separate use, would be sufficient or nearly sufficient to procure a supply for both.

While we do not intend to dispute the correctness of the estimates made by the author of this letter, we cannot agree with him, that his facts and his estimates do not add to the reasons in favor of annexation.

We have directed our attention to the condition of the schools, the police departments, the fire departments, the sewers, the streets, and to the debts and liabilities of both cities, and we concur substantially with the statements and opinions of the Commissioners of the City of Boston in relation to these subjects.

We have examined these matters with a view of ascertaining under what conditions (if any) the union of the cities should be accomplished; and we find that there are no such inequalities as require, in justice to either city, that any conditions shall be inserted in any act which shall be passed for

uniting them. If any disadvantages to either city exist, in any of these matters, they are compensated for, or more than compensated for, by advantages in other directions; and if any conditions were to be made, it would be a difficult matter to determine what the conditions should be, or in whose favor they should be made. The advantages of union, in our opinion, are mutual.

Your Commissioners have discussed but few of the subjects involved in this important enquiry. They have sought to keep within the limits prescribed by the order; but they have given the whole subject a diligent and careful consideration, and they have come to the conclusion that the growth, the prosperity, and the welfare of both communities will be promoted by the proposed union. Both are indissolubly connected. Their interests cannot be severed. The value of our property, the success of our business, is dependent upon the prosperity of Boston. We cannot afford to injure her. From her greatness and her fame we derive our importance. We are essentially a part of her people, and the continuance of any system of government which makes, or attempts to make, any separation between us, will work the common injury of both.

Your Commissioners, therefore, with an entire appreciation of the importance of the duty assigned to them, earnestly recommend the immediate consummation of the proposed union

WM. GASTON,
THEODORE OTIS,
JAMES RITCHIE,

Commissioners.

REPORT OF THE BOSTON COMMISSIONERS.



CITY OF BOSTON.

MAYOR'S OFFICE, *Feb.* 18, 1867.

To the Honorable the City Council of the City of Boston.

GENTLEMEN,—I have the honor to submit, for your information, the Report of the Commissioners, appointed under an Order approved April 14, 1866, upon the subject of the Annexation of Roxbury to Boston.

OTIS NORCROSS,
Mayor.

CITY OF BOSTON.

In Board of Aldermen, April 2, 1866.

ORDERED: That whenever the City Council or Selectmen of any city or town, whose territory adjoins that of the City of Boston, shall notify the City Council of Boston, that in accordance with a vote of their respective bodies, they are empowered to consult with the authorities of Boston with a view to the annexation to the City of Boston of their city or town, it shall be the duty of His Honor the Mayor of Boston, to appoint three Commissioners from the citizens of Boston, to meet an equal number from the city or town making the request. Said Commissioners shall take the whole subject into consideration, and those appointed on the part of Boston shall report to the City Council the financial, industrial, and sanitary condition of the city or town applying for admission, with such suggestions as they may think proper regarding conditions which would make such annexation mutually desirable.

Passed.

Sent down for concurrence.

G. W. MESSINGER, *Chairman.*

In Common Council, April 12, 1866.

Concurred.

JOSEPH STORY, *President.*

Approved April 14, 1866.

F. W. LINCOLN, JR., *Mayor.*

CITY OF BOSTON.

The Commissioners appointed by the Mayor of Boston, in pursuance of the foregoing order, to meet Commissioners on the part of the City of Roxbury, respectfully submit their

REPORT

to the City Council of Boston.

Two neighboring communities, each dating its origin in the year 1630, have existed for two hundred and thirty-seven years under separate municipal organizations. These organizations, congenial to the character of the people, were, for more than two centuries, well adapted to their convenience and welfare. In the year 1852 they began to consider the expediency of annexation; and from that date this question has been one of the important problems of public discussion. In some aspects its decision may affect the Commonwealth: in other respects, it relates especially to the residents of the two cities.

The original area of upland in Boston was	690 acres.
The area added, and in progress by filling flats, is	880 “
The area of South Boston is	900 “
The area of East Boston is	800 “
Making a total of	3,270 acres.
The area of Roxbury is	2,100 “
The united areas of Boston and Roxbury are	<u>5,370 acres.</u>

The area of the City of

	New York is	14,502 acres.
" "	Philadelphia is	82,560 "
" "	London is	74,070 "

The population of Boston to the

square acre is	.	.	.	.	59
" "	Roxbury	.	.	.	13
" "	New York	.	.	.	56
" "	Philadelphia	.	.	.	7
" "	London	.	.	.	40

The population of Boston in 1865 was	192,317
in 1855 "	160,490

Increase in ten years	.	.	.	.	31,827
19 $\frac{83}{100}$ per cent.					

The population of Roxbury in 1865 was	28,426
in 1855 "	18,469

Increase in ten years	.	.	.	.	9,957
53 $\frac{91}{100}$ per cent.					

The Assessors' valuation in Boston, in 1865,

was —	Real Estate	.	.	.	\$201,628,900 00
	Personal Estate	.	.	.	170,263,875 00
Total	.	.	.	.	\$371,892,775 00

In 1855 Real Estate was	\$136,357,300
Personal Estate	105,580,900

Total	\$241,938,200 00
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Increase in ten years	\$129,954,575 00
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53 $\frac{39}{100}$ per cent.

The Assessors' valuation in Roxbury, in 1865, was:

Real Estate	\$16,574,900 00	
Personal Estate	7,057,000 00	
Total		\$23,631,900 00
In 1855, Real Estate	\$10,714,800 00	
Personal Estate	4,862,400 00	
Total		\$15,577,200 00
Increase in ten years		\$8,054,700 00
51 $\frac{71}{100}$ per cent.		

The amount raised by taxation in Boston, in

1865, was, including polls \$5,945,313 84

and the rate was \$15.80 per M.: deducting the amount included in the tax, and raised for military purposes, the rate was \$15.63 per M.

in 1855 1,910,280 00

and the rate was \$7.70 per M.

Increase in ten years \$4,035,033 84

211 per cent.

The rate of taxation, for 1866, was \$13 per M.

The amount raised by taxation in Roxbury,

in 1865 was, including polls 507,089 90

and the rate was \$21 per M.: deducting the amount included in the tax, and raised for military purposes, the rate was \$17 per M.

in 1855 127,208 16

and the rate was \$7.80 per M.

Increase in ten years \$379,881 74

299 per cent.

The rate of taxation for 1866 was \$16 per M.

The debt of Boston, Dec. 31, 1866, was . \$13,020,375 91

of which is payable in specie, by vote

passed April 5, 1862 \$10,690,375 91

in currency, contracted since 1863 . . 2,330,000 00

\$13,020,375 91

From which deduct cash assets 3,368,526 00

Net debt . . \$9,651,849 91

The debt of Roxbury, Dec. 31, 1866, was \$971,145.00 in currency.

We add to these statistics a table showing the population and percentage of increase in Boston, and nine of the neighboring cities and towns in 1855, 1860 and 1865. It will be observed that the percentage of increase was very much smaller during the war than in the five preceding years.

CITIES AND TOWNS.	POPULATION.			PERCENTAGE.		
	1855.	1860.	1865.	1855 to 1860.	1860 to 1865.	1855 to 1865.
Boston	160,490	177,840	192,317	10·81	8·14	19·83
Charlestown	21,700	25,065	26,399	15·50	5·32	21·65
Cambridge	20,473	26,060	29,112	27·29	11·71	42·20
Chelsea	10,151	13,395	14,403	31·95	7·53	41·88
Roxbury	18,469	25,137	28,426	36·10	13·08	53·91
Dorchester	8,340	9,769	10,717	17·13	9·70	28·50
Brookline	3,737	5,164	5,262	38·18	1·89	40·81
West Roxbury	4,812	6,310	6,912	31·13	9·54	43·64
Somerville	5,806	8,025	9,353	38·22	16·55	61·09
Newton	6,768	8,382	8,974	23·82	7·06	32·59
Total (except Boston)	100,256.	127,307.	139,558	26·97	9·62	39·20

A table prepared by the Board of Assessors, May 1, 1865, shows that six of the twelve wards into which Boston was then divided, (1, 3, 4, 7, 8 and 10,) had, in the aggregate, three hundred and seventeen thousand three hundred and sixty-nine square feet of vacant land, equal to seven acres and a quarter; and that, excluding East Boston and South Boston, all the vacant land in the city, excluding the Common and squares, and including flats inside of riparian ownership, is equal to one hundred and seventeen acres and a half, of which eighty-five acres and three-quarters were in Wards 9 and 11. To this must be added the tract of land belonging to the Commonwealth and other parties, partially filled, below the line of riparian ownership, and not included in the estimate of the Assessors. The area of this territory, usually called the Back Bay, including streets and squares laid out on a liberal scale, may be two hundred acres.

The aggregate population of the six wards (1, 3, 4, 7, 8 and 10) decreased, as shown by the census of 1865, 4702 from the census of 1855; and the aggregate increase in East Boston, South Boston, and Ward 11, which adjoins Roxbury, exceeded the increase in population in the whole city from 1855 to 1865; in other words, there was a loss of population in the aggregate of nine wards (1, 3, 4, 5, 6, 7, 8, 9 and 10), of the twelve wards into which the city was divided. We use the old wards in conformity with the statistics given.

If we recall the comparative density of population in the large cities already mentioned, in connection with these facts, the inference seems inevitable that, under existing circumstances, no further increase of population is to be expected or desired in eight of the wards, — 1, 3, 4, 5, 6, 7, 8 and 10. It is not to be expected, because the land is too valuable to continue to be used for dwelling-houses to the extent to which it is now occupied; it is not to be desired, because it can only be had by crowding together larger numbers of persons to the injury of health and character. Some other territory must be sought for

the future homes of an increasing population. Within the limits of the city, there remain the vacant lands in East Boston, South Boston, and Wards 9 and 11.

In regard to East Boston, the census of 1865 shows an increase, in ten years, of 4,609, equal to $28\frac{9}{10}$ per cent, and the valuation of its vacant land by the Assessors averages $12\frac{3}{10}$ cents per foot. From the moderate increase in this district, we infer that its insular position will prevent its attracting a large population, as long as land can be had on reasonable terms in territory contiguous to the city proper, or connected by bridges.

In South Boston, the census of 1865 shows an increase in ten years of 12,751, equal to $76\frac{8}{10}$ per cent, and the valuation of its vacant land by the Assessors averages $13\frac{8}{10}$ cents per foot. There can be no doubt that the population of this district will largely increase; but South Boston as well as East Boston, will probably be chiefly occupied by those employed in manufactures, to the exclusion in a great measure of persons engaged in commercial and professional pursuits.

In Ward 11, the census of 1865 shows an increase in ten years of 13,876, nearly 105 per cent; and the valuation of its vacant lands by the Assessors averages $88\frac{8}{10}$ cents per foot. The increase and valuation in this ward shows that population is not deterred from favored spots by a large increase in the price of land, and, to the extent of its capacity, this district will continue to attract population. Nearly four-fifths of its territory is already occupied, however, and no very great addition can be made to the number of its residents. The high cost of the land on the Back Bay, and the restrictions imposed as to building on that territory, will prevent its occupation by persons of moderate wealth.

It seems to us that a large, additional territory will soon become a necessity for the healthful growth of Boston. Persons especially engaged in foreign commerce have expressed the

opinion that our city must become stationary, unless her former relative position in this respect can be regained. It must be remembered, however, that while the exchange of the product of its industry, beyond the requirements of its own consumption, is essential to the prosperity of a community, and that the greatest portion of its accumulated capital must be drawn from other communities by such exchange, — such other communities, within the territorial limits of our own country, may be as valuable to us in this respect as residents of a foreign soil. A rapidly increasing coastwise commerce, facilitated by the use of steam, connecting the industry of New England with consumers throughout our own country, may be a full compensation for the relative loss of a foreign commerce, valuable as it was. And it cannot be fairly doubted, that a territory comprising the cities and towns in the table already given, whose population increased from 260,746 to 331,875 in ten years, during five of which its people were witnesses and actors in a great rebellion, has other elements of growth than those furnished by foreign commerce. Unless additional territory be obtained at an early day, the increasing population of Boston will be compelled to seek residences beyond its limits, if not constrained to emigrate to places offering more liberal accommodations, to our loss and injury. If the offer were now made of a territory of the size of Roxbury, as favorably situated as that, in proximity to Boston, without buildings or population, we entertain no doubt that the welfare of our own city would dictate its acceptance.

With these views we ask attention to the relative condition of the two cities:

The property of Boston in 1865 was equal to \$1,934 00 per head.					
Roxbury	"	"	"	831 00	"
The tax in Boston	"	"	"	30 91	"
Roxbury	"	"	"	17 84	"

The tax in Boston in 1865, on valuation, was equal to $1\frac{6}{10}\%$ per ct.

Roxbury " " " $2\frac{14}{100}$ "

The debt of Boston in 1866 was equal to \$50 18 per head.

Roxbury " " " 34 16 "

The debt of Boston in 1866, on valuation, was equal to $2\frac{6}{10}\%$ per ct.

Roxbury " " " $4\frac{1}{10}$ "

The increase of capital in Boston in 10 years was $53\frac{5}{100}\%$ per ct.

Roxbury " " " $51\frac{7}{100}$ "

The increase of tax in Boston " " " 211 "

Roxbury " " " 299 . "

The increase of population, Boston " " " $19\frac{83}{100}$ "

Roxbury " " " $53\frac{91}{100}$ "

The wealth and probable future growth of a people are to be estimated by their accumulated capital and recent increase of population; neither is to be omitted. Many cities, with great accumulated capital, have dwindled and passed away; and, if a large population exist without accumulated capital, it can only be a victorious army or a wandering people, consuming the accumulations of those whom they despoil. With this principle in mind, we find the accumulated capital in Boston far in excess of that of Roxbury, while, in the percentage of increase in population, the latter largely leads the former.

In order to ascertain on which side the balance inclines, it is necessary to consider some of the most important objects of municipal care.

The whole number of seats for pupils in the Boston

Public Schools is 30,346

in Roxbury Public Schools is 5,150

The average number of Pupils in Boston, in 1866,

was 27,723

in Roxbury " 5,189

The estimated value of Boston Public School Houses	
is	\$3,000,000
Roxbury " " "	300,000

The cost of teaching in Boston is \$20.77 per scholar,
Roxbury, 14.89 " "

The per centage of population attending Public
Schools in Boston was $14\frac{4}{10}$.
Roxbury $18\frac{2}{10}$.

The proportion of children from 5 to 15 years of	
age attending Public Schools in Boston was	79 per ct.
in Roxbury "	82 "

We have made inquiry as to the relative condition of the Streets, Fire Department, Police, Lighting, and Paupers in the two cities, and find no such differences as are material, and it seems unnecessary to introduce the details into this Report.

The great want of Roxbury at this moment is a supply of water, and in this respect she is less fortunate than her sister city. We have addressed inquiries to, and had conferences with, the Cochituate Water Board, as to the supply in regard to the present and future wants of Boston, and the expense of its introduction into Roxbury, and we annex their written communication. We adopt this course, that the full force of the objections may be presented in the language of the Board especially intrusted with this subject in Boston. After full consideration, however, we feel bound to declare, that, in our opinion, the facts stated ought not to prevent the annexation of the two cities. We cannot doubt that from some source Roxbury, either alone, or united with Boston, will procure a supply of water. Her natural advantages of position, the character of her people, and the necessity of the case, require and demand it. It will greatly facilitate an early introduction of it, should annexation take place, and it may be justly said that in this respect Roxbury will derive the greatest advantage at the earliest time; but we

believe that the people of both cities intend to consider this great question in a liberal spirit, and with a comprehensive view.

Roxbury is also at a disadvantage on the subject of sewerage. Works are now in progress designed to remedy this defect.

The large tract of land lying partly in Boston and partly in Roxbury, on the easterly and westerly sides of Boston Neck, comprising the territory of South Bay and Back Bay, demands immediate attention. We annex a map on which is indicated the level of this territory above the base line of mean low water. The grade originally adopted for the new streets on the Back Bay was twenty feet above the base line. It having been ascertained that in many places the streets in Ward Eleven were at the grade of sixteen feet; and objection having been made that the water from the new streets would flood such places, eighteen feet was adopted by the State Commissioners as the grade for the streets of the Back Bay.

Upon this intermediate territory at an early day will be a large population. The difficulties in the Church Street district, originally occupied when there was an outlet to the sea, and the grade of which is similar to that to which we refer, foreshadow the greater evils which must follow if a proper grade be not immediately established throughout this territory. Cities may refuse to accept streets as public highways unless at a grade established or assented to by them. But private owners may lay out ways, and erect buildings and sell lands, which may become densely occupied before a city is applied to for action. A nuisance is indictable, but what redress does this remedy furnish as a cure for a pestilence which may have ravaged a city? During the last summer the Back Bay, within the limits of Boston, was frequently so offensive that the windows of cars passing over it were of necessity closed; the surface of the water was covered with filth, and we deem it our duty to pre-

sent this aspect of the case with the earnestness which we feel.

We cannot doubt that the Legislature will confer a power commensurate to the end required. If this cannot be done under the powers usually given in regard to highways, perhaps it might be found under those given for Sanitary purposes to city authorities, or to a special commission. The interests of the Commonwealth in its own property, and, more especially in the health of its citizens, forbid the doubt of its ready acquiescence in a request for this purpose.

Upon the map annexed will be found the old lines of Boston Neck, in our early history the only connection between the peninsula and the main land. Upon the same map are the lines indicating the expansion of that thread of land until it has become broader than any portion of the original peninsula. Originally settled like the modern cities of the old world, Boston has suffered from her narrow streets, and like them, also, she has begun to open avenues which do credit to her sagacity. She must soon decide whether these avenues shall be carried over the intermediate territory to the hills of the open country, and be occupied by a thriving and prosperous people, or whether portions of that territory shall become suburbs of two distinct cities, and, like all suburbs, the residences of the poorest of its population in character and intelligence. It is obvious that the character and value of the buildings upon this territory, as well as the kind of population which settles there, are to be controlled by its own character and convenience.

We are led by our investigation of this subject to the conviction, that immediate annexation is equally important to Boston and Roxbury. If Boston would be the gainer by the addition of vacant territory, she will be the greater gainer by annexing a territory already occupied and improved by a people who have accompanied her own in the progress which they have

already achieved. We are satisfied that in all material respects the two communities are nearly equal in the advantages which each offers to the other, and we believe that the welfare of both will be greatly promoted by the early consummation of annexation.

Boston, Feb. 16, 1867.

WM. GRAY,
MOSES KIMBALL,
A. S. WHEELER,
Commissioners.

APPENDIX.

CITY OF BOSTON, CITY HALL,
COCHITUATE WATER BOARD OFFICE.
Feb. 18, 1867.

SIR, — In reply to your communication of the 9th ultimo, requesting to be informed of all the facts within our knowledge upon the supply of water, and of our opinion as to the sufficiency of the supply for the two cities, Boston and Roxbury; and also to be furnished with an estimate of the probable expense of the introduction of water into Roxbury if annexed, we have to say, that to furnish you with answers as correct and as much in detail as would best satisfy ourselves, much more time for engineering and surveying would be required than you can well allow us, if your Report is to be acted upon by the Legislature now in session, — and therefore, with the assistance of our able City Engineer, we have made various estimates founded upon such data as were immediately available; and now present the same for your consideration :

The area of <i>Boston Proper</i> (not including streets) is	
about	970 acres
Of this there are built upon and improved about . . .	630 “
Leaving of available unimproved land about . . .	340 “
The filled area of <i>East Boston</i> (not including streets	
and squares) is about	660 “
Of this there are built upon and improved about . . .	170 “
Leaving of available unimproved land about . . .	490 “
Besides this, there are of flats wholly unimproved . .	440 “
And of flats already enclosed	103 “
Making a total, ultimately available, of . . .	1,033. “

The upland (304 acres) and marsh (416 acres) of Breed's Island, which will probably become a part of East Boston, amounts to about . . . 720 acres

The filled area of *South Boston* (not including streets and squares) is about . . . 675 "

Of this, there are built upon and improved . . . 285 "

Leaving of available unimproved land . . . 390 "

The area of the flats on the northerly shore, which may be added, is about . . . 600 "

The area of *Roxbury* (not including streets and squares) is about . . . 2,184 "

Of this, there are built upon or improved . . . 684 "

Leaving of available unimproved land about . . . 1,500 "

The foregoing estimate of the area built upon is, of course, very rough ; for in cases where, to a single house, there appears upon the map to be several acres, there has been allowed to such isolated house a half acre as improved land, calling the balance unimproved.

Beside the above . . . 1,500 acres

there are, of marsh land or flats, to be improved, 300 "

making a total of . . . 1,800 "

The population of Boston in 1865 was 192,324, and the rate of increase from 1855 to 1865 was $19\frac{133}{1000}$ per cent. At the same rate of increase the present population of Boston is about 200,000.

When the whole territory within the present limits of Boston is peopled as densely as the portions now built upon, our population will amount to near 600,000.

The present population of Roxbury is said to be about 30,000, and the rate of increase for the ten years from 1855 to 1865 was nearly 54 per cent ; and, upon the same basis that Boston can accommodate 600,000, Roxbury can accommodate about 400,000.

Lake Cochituate, with all its tributaries, has not the capacity to furnish a constant supply of over 16,000,000 gallons daily. By gauging the lake in 1834, Loammi Baldwin estimated the supply

at 16,156,800 gallons per day. It is true, that since raising the Outlet Dam in 1859, we have averaged a daily waste of 4,000,000 gallons; but we know of no practicable way to save this, as it occurs only when our ponds are already full. Should reservoirs be built to retain such a quantity, this extra supply would occasionally fail us, as in the case of 1864, when the water in the lake was drawn to within four feet and ten inches of the bottom of the conduit, and the net quantity received into the lake actually available was only 11,620,000 gallons per day for that year. In 1860 there was no water wasted at the Outlet Dam, and in 1862 only 33,200,000 gallons were there wasted, being equal to about two days' supply to the city.

The present conduit, when put in good repair, can safely convey only 18,000,000 gallons per day.

Assuming the capacity of the lake to be 16,000,000 gallons per day, and the rate of consumption for domestic use, manufacturing and all other purposes, at 63 gallons per inhabitant, the lake can supply a population of 254,000; and, at the present rate of increase, Boston will attain that population in 14 years. If Roxbury should be furnished from our works, and the present rate of increase in her population continue, the limit of our water supply would be reached in a little less than 5 years.

Under these circumstances and conditions we are very positive in the opinion, that if any material increase to our present stock of water is needed, we must seek an additional source and convey it to the city by an entirely independent conduit.

The Jamaica Pond Aqueduct Company, we are informed, supply a population in Roxbury of about 5,000, besides the breweries and manufactories, — and a liberal estimate of the capacity of their pond as now used, is about 400,000 gallons per day; but as the pipes laid by the Company are inadequate in strength to bear the Cochituate pressure, we have, in making the estimate for the distribution of water in Roxbury, disregarded this supply and the present means of distributing it.

The estimated cost of a suitable Reservoir and of distributing the Cochituate water in all that portion of Roxbury (excepting the marsh and flats of the Back Bay north of Ward Street and

west of the Providence Railroad), lying north of a line drawn from the junction of Grove Hall Avenue and Moreland Street, crossing Warren Street at Clifford ; Walnut Street at Otis ; through Otis to Shawmut Avenue ; from Shawmut Avenue through Marcella and Highland Streets to Center Street ; through Center and Lowell Streets to Washington Street, and through Washington Street to the line between Roxbury and Brookline, is \$650,000.

Where from, and in what manner, to obtain a further supply of water, is a problem not easy to solve. It can only be solved by extensive surveys and skilful engineering, requiring months to execute ; and what might be the result is at this present time so obscure, that the Board are disinclined to make even a suggestion in regard to it.

So far as the supply of water may affect your decision as to the feasibility of annexing Roxbury to Boston, we presume that the foregoing facts and estimates will not add to any reasons you may have for favoring it.

Very respectfully,

JOHN H. THORNDIKE,

Prest. Cochituate Water Board.

HON. WILLIAM GRAY,

*Chairman of the Commissioners, on the part of the City of Boston, upon
the subject of annexing Roxbury to Boston.*

MAY 16 1905

